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ABSTRACT

This report, prepared by the Lifelong Learning Project at the request of the Assistant Secretary for Education, focuses on the adult years of lifelong learning. An executive summary precedes the report and summarizes its main findings. For example, it is reported that the federal government has provided only a fraction of its financial support for learning opportunities for adults over traditional college age. Part 1 of the report defines lifelong learning and describes the elements of a society concerned with learning. Lifelong learning is described as the process by which individuals continue to develop their knowledge, skills, and attitudes over their lifetimes. The second part analyzes federal, state, and local relations in lifelong learning and recommends federal activities in research, demonstration, and coordination at each level. Part 3 applies the lifelong learning perspective to four groups of learners: workers, urban youth, women, and older adults, and recommends some federal roles in improving lifelong learning for these groups. Four appendixes contain the findings of Congress, sources of education and learning in the U.S.A., the Lifelong Learning Act, and the Lifelong Learning Project papers. (CSS)

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LIFELONG LEARNING AND PUBLIC POLICY

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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PREFACE

The Lifelong Learning Act has created the possibility of a unique role for the Office of the Assistant Secretary for Education: planning, assessing, and coordinating educational policy-making from a lifelong learning perspective. The legislation was passed because of a widely felt concern over the proliferation of Federal programs to support adult learning--by one count close to 300 programs. What was needed, Congress declared, was not still another program, but a mechanism for assessing the learning needs of individuals and society and for determining ways Federal resources and programs might best be used to help meet those needs. This report is one step in that direction.

The report was prepared by the Lifelong Learning Project, the operational mechanism within the Office of the Assistant Secretary for Education, U.S. Department of Health, Education, and Welfare. The Project was responsible for Year One implementation of Title I-B of the Amendments to the 1976 Higher Education Act (P.L. 94-482), known as the Lifelong Learning Act. Among the responsibilities assigned to the Assistant Secretary in Title I-B are (see Appendix C for the complete text):

- planning, assessing, and coordinating projects related to lifelong learning;
- assisting States to plan for and assess the status of lifelong learning; and
- improving a wide range of activities that affect the availability of opportunities for lifelong learning.

The Lifelong Learning Project activities during Year One were intended to clarify the concept of lifelong learning, to analyze Federal, State, and local roles, and to examine barriers to learning for particular adult groups. The Project was supported by resources contributed by agencies and programs of the Education Division because of the interest Title I-B generated among wide segments of the educational and other communities. Since June, 1977, the Project has:

- Commissioned studies on areas listed in Section 133(a) of the legislation. Topics included the role of Federal and State governments, institutions, and communities in support of lifelong learning; foreign programs in lifelong learning; the relationship between work and education; and the learning needs of selected segments of the adult population. The papers from these studies will be made available after April 1, 1978, and will be the subject of a series of discussion forums. (See Appendix D. for a listing of these studies).

- Sponsored conferences on topics of special interest, e.g., the State perspective on lifelong learning; issues of coordination, financing and priority setting; and research on delivery systems in adult education.

- Conducted public briefings and hearings for representatives from Congress, government agencies, educational institutions, and community and learner groups, in order to improve communication and understanding of competing priorities for lifelong learning.

- Exchanged information and ideas with other major lifelong learning efforts in the public and private sectors.

- Developed this report.

This report, prepared by the Lifelong Learning Project at the request of the Assistant Secretary for Education, focuses on the adult years of lifelong learning. The focus on adults is not meant to imply that a "lifelong learning" perspective is limited to an examination of the adult years. But since so much attention has been given to the learning of youth in our nation, and since the legislation itself emphasizes adult learning activities, we have chosen to begin our examination of lifelong learning with the adult years.

An executive summary precedes the report and summarizes its main findings. The first part of the report defines lifelong learning and describes the conceptual elements of a society concerned with learning. The second part analyzes Federal-State-local relations in lifelong learning and recommends Federal activities in research, demonstration and coordination at each level. The third part applies the lifelong learning perspective to four groups of learners: workers, urban youth, women, and older adults, and recommends some Federal roles in improving lifelong learning for these groups. Other learner groups will be studied in future reports on lifelong learning.

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EXECUTIVE SUMMARY

BACKGROUND

Lifelong Learning and Public Policy was prepared by the Lifelong Learning Project for the Assistant Secretary for Education, Department of Health, Education and Welfare, in accord with Title I-B of the 1976 Higher Education Act. With resources contributed by agencies and programs within the Education Division, the Lifelong Learning Project commissioned studies on topics mentioned in the legislation, sponsored conferences, conducted public briefings, and exchanged information with other major lifelong learning efforts in the preparation of this report. Reflecting the major emphasis of the Lifelong Learning Act, this report is especially concerned with the adult years of lifelong learning.

THE CONCEPTS

This report focuses on lifelong learning, a term which refers to the process by which individuals continue to develop their knowledge, skills, and interests throughout their lifetimes, and on learning opportunities, a term which refers to activities or programs through which lifelong learning is nurtured. All deliberate learning activities are included, whether they occur in the workplace, on campus, or at home, through formal or nonformal organizations, through traditional or nontraditional methods, or through the self-directed efforts of an individual himself or herself.

A learning society is composed of three elements: individuals who foster their own growth and development; local providers who collaborate in offering learning resources; and Federal, State, and local governments which pursue policy strategies directed toward encouraging individual growth and enriching learning opportunities. To create a Federal role in this society which will provide coordination at the Federal level, will support effective leadership at the State level, and will encourage responsive programs at the local level, is the challenge posed by the Lifelong Learning Act.

THE FEDERAL ROLE

Although one study identifies 300 programs concerned with adult learning in 29 Federal agencies, and estimates Federal support at 14 billion dollars, only a fraction of this money provides learning opportunities for adults over the traditional college age. Despite this multitude of programs and the lack of exact data, two generalizations can be made about the directions the Federal Government has been taking. One is the dominance of financial support to individuals, particularly those of college age, rather than to institutions. The second is the heavy emphasis on activities taking place in postsecondary institutions rather than in less formal or less traditional settings.

Future Federal policy should have as a priority the availability of learning opportunities for all citizens. Public policy should also emphasize meeting learning needs as well as certification needs, through supporting learning opportunities in a range of formal and nonformal settings (universities, community colleges, public schools, workplaces, community centers, public libraries, museums, public broadcasting) that are attractive to and appropriate for all adults, particularly those with special learning needs. Steps in this direction would include program analysis and coordination, basic and applied research, and demonstration and dissemination of effective learning practices.

FEDERAL-STATE RELATIONS

Although the degree of commitment to lifelong learning varies among States, all are affected by the increase of adult interest in learning opportunities. Some States have developed or revised postsecondary education master plans, others have carried out detailed needs assessments, others have developed specific programs to provide adult learning opportunities, but almost all have focused primarily on the traditional postsecondary education system in their efforts.

Differences in administrative structures of support for lifelong learning are so great among the States that generalizations about their relations with the Federal Government could be misleading. Yet States do face some common issues. For example, the

variety, and diversity of Federal programs militate against coordination of the resultant activity in all States. The Federal Government has further contributed to the fragmentation of State activity by often requiring or urging the creation of multiple agencies and authorities.

Another problem the States face is lack of information. Key State education officials contend that they do not have reliable data on which to base policy.

Finally, and perhaps most importantly, the lack of a clear Federal policy on lifelong learning makes the creation of State-level policy difficult.

Although the share of Federal education dollars flowing through the States is small, a coordinated Federal-State partnership can result in far more effective adult learning opportunities.

LOCAL PROVIDERS AND PUBLIC POLICY

Learning opportunities for adults are provided by a diverse group of organizations and institutions in each community. These providers can be grouped into four types: institutions and organizations whose primary purpose is providing educational services, organizations which provide employment-based learning opportunities, cultural organizations, and community or social groups and movements. Media could be considered an additional "provider" of locally available learning opportunities. A problem in the past has been that many providers have operated separately rather than coordinating their resources on behalf of the learner.

Given the diversity of instructional resources available in most communities, local policymaking and planning groups need techniques for identifying community needs and establishing priorities. Further, to assist in program development and implementation, providers often need assistance from groups which already have expertise in recruiting, counseling, and teaching adults, especially adults with special learning problems. Individuals or institutions with proven solutions to particular problems should be identified, and a local-State-Federal resource network should be established.

Federal, State and local policy should be directed toward supplementing, not supplanting, the efforts of local providers. Policymakers should emphasize three kinds of support: developing services for the currently unserved, developing mechanisms which link learners to the appropriate resources, and developing planning and coordinating strategies which encourage collaboration rather than competition among local providers.

SPECIAL LEARNER GROUPS

To illustrate lifelong learning needs and possible solutions, this report focuses on four groups of learners:

WORKERS AS LEARNERS

Besides the work-related offerings of educational institutions, currently the nation's private and public employers and labor unions conduct a vast network of training, education, and development activities involving billions of dollars and millions of adults. Although participation rates in many of these programs are quite high, workers still face barriers of cost, scheduling, transportation, and attitudes. In addition, many of these programs do not fully recognize the educative potential of the workplace and do not emphasize the development of the individual within the system. Policymakers with a lifelong learning perspective can help to close the gap between the learning and work lives of individuals by improving the work-related experience available through the educational system, by improving the learning opportunities available at the workplace, and by encouraging linkages between both systems to support continual human development and life transitions.

URBAN YOUTH AS LEARNERS

Disadvantaged urban youth who have left the school system, and who have unsatisfactory memories of their experiences there, are among the least likely groups to continue their learning. The consequence may be trouble for themselves and for society: low skills and poor paying jobs, lack of self-understanding and problems within the family, an insufficient grasp of the responsibilities of citizenship, and difficulties with the law and regulatory agencies of society.

The lifelong learning approach may provide a strategy that can assist the education system to be more responsive to the needs of urban youth. The enrichment of the high school curriculum with work and other non-academic activities, the reform of scheduling and entry and exit policies, and the development of alternative assessment and credentialing procedures may be possible strategies for promoting lifelong learning in urban youth.

WOMEN AS LEARNERS

According to current surveys, women are marrying less often, divorcing more often, having fewer children, heading more households, and entering the labor force in increasing numbers. As a result, they have a greater interest and a greater need for learning than ever before.

Although women participate in adult education at nearly the same rate as men do, many differ from men in their learning methods, subjects, and motivation. Further, women still face barriers based on sex stereotyping, financial limitations, lack of information, and the lack of acceptance of the skills and knowledge they have learned informally. Federal lifelong learning policy should be directed toward removing these barriers and toward developing new learning opportunities and support services for women.

OLDER ADULTS AS LEARNERS

Although older adults are increasing both in numbers and as a proportion of the total American population, they are not taking advantage of adult learning opportunities compared to the rest of the population. Barriers older adults face include inadequate transportation, lack of money, poor health, the scheduling of programs during the evening, and the attitude that learning is for the young and the intellectual.

Learning can help older Americans cope with changing physical and emotional needs, find personal satisfaction, and continue their usefulness to the community. Different emphases and methods of delivery can be used to reach older adults; mass media,

correspondence courses, community outreach, educational brokering and counseling can all be effective depending on the situation. Through legislative changes, Federal coordination, and the development of new services, the Federal Government can promote a lifelong learning policy that better serves the older population.

SUMMARY OF RECOMMENDATIONS

To address the goals of the Lifelong Learning Act, the Federal Government should sponsor activities designed to improve learning opportunities for adults, through an emphasis on greater equity and increased learner orientation in policies and programs. Key activities include program analysis and coordination, basic and applied research, and demonstration and dissemination efforts.

At the Federal level, the government should:

- Review programs serving adults to assess patterns of participation and to determine program effectiveness.
- Initiate realistic and modest coordination efforts designed to reduce duplication and to implement needed new program services.
- Support research and experimentation on barriers to greater adult participation and on measures designed to overcome barriers.
- Support the demonstration and dissemination of cost-effective learner-centered programs and linkages in communities.
- Emphasize the needs of disadvantaged groups of adult learners in all activities.

At the State level, the Federal Government should:

- Provide incentive grants for State leadership activities.
- Reduce duplication of effort required by Federal programs at the State level.
- Assist States in improving information and assessment efforts.
- Encourage the establishment of appropriate interstate and regional services for adults.

At local levels, and Federal Government should:

- Support programs which develop new approaches for adults, particularly the disadvantaged.
- Support approaches which insure effective local contribution to policymaking at State and Federal levels.

- Support the development of cost-effective materials and practitioner training specifically for adult learning.

- Support coordination efforts in local communities which both link learners with opportunities and appropriate providers with each other.

- Support an enlarged network of learning opportunities that are accessible on demand, of low cost to the learner, and open to persons of all social classes, occupational status, and ethnic origins. Museums, public libraries, and educational media are the existing institutions that best satisfy these conditions.

THE CONCEPT OF LIFELONG LEARNING

For the past 200 years, concern with learning in the United States has focused on schools and youth. We have developed an elaborate system of elementary, secondary, and postsecondary education to serve the youth of America. By the time our young people reach 25, they have spent more hours in school than the people of any other nation, or of any other civilization in history.

This emphasis on youth and school rests on the notion that life unfolds in three phases: education for youth, work for the middle years, and retirement for old age. Yet these phases do not coincide with the way most people live or with the way they want to live. A growing number of people clearly feel a need for learning opportunities during both the middle and later stages of life--to advance their careers, to cope with change, to learn new skills, to lead fuller lives.

WHAT IS LIFELONG LEARNING?

There are many overlapping approaches to the concept of lifelong learning. Some stress the participation of adults in formal programs of study; others stress nonformal learning activities in the community or workplace. Some stress compensatory programs aimed at reaching those who have had little or no secondary schooling or who have completed high school without learning necessary skills and knowledge. Others emphasize vocational training to improve skills or bring them up to date--an approach based on the mutual needs of workers, employers, and communities. Still others, recognizing the stresses of modern life, emphasize programs that address self-development and coping skills. The broadest view of lifelong learning is one that proposes reshaping both formal and informal learning opportunities so that they meet the needs of individuals and families at each stage of the life cycle.

The problem with all of these views of lifelong learning is that they focus on programs rather than on learning and learners. In this report, lifelong learning refers to the process by which individuals continue to develop their knowledge, skills, and attitudes over their lifetimes. Learning opportunities refers to activities or programs through which lifelong learning is nurtured. The Lifelong Learning

Act uses both terms (see Appendix A) emphasizing federal support for making available such learning opportunities as:

- adult basic education
- continuing education
- independent study
- agricultural education
- business education and labor education
- occupational education and job training programs
- parent education
- postsecondary education
- preretirement and education for older and retired people
- remedial education
- special educational programs for groups or for individuals with special needs
- educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use of innovation and research results, and to serve family needs and personal development

All deliberate learning activities are included, whether they occur in the workplace, the home, through formal or nonformal organizations, through traditional or nontraditional methods, or through the self-directed efforts of the individual himself or herself.

A VISION OF THE LEARNING SOCIETY

A society dedicated to lifelong learning would be composed of three elements: individuals who foster their own growth and development, local providers who collaborate in offering learning resources, and Federal, State and local governments which pursue policy strategies directed toward encouraging individual growth and enriched learning opportunities. Each of these elements will be discussed in turn.

Individual Learning. The concept of individual growth and development over the lifespan has implications for learning opportunities at each stage of life. Infants and children must have opportunities to explore their world and test themselves. Adolescents must understand physical and emotional changes and must make the transition to work and economic adulthood. Adults must cope with their personal and career renewal, their changing sexuality, their reactions to aging and the phenomenon of death. These are some of the many areas of human growth which require a major educational component but which have been overlooked because of other, more dominant images of schooling, learning, teaching, and education.

Local Resources. The concept of locally available learning opportunities is noted in the concept of community. In contrast with the model of a random collection of individuals in a given geographical area, a real community has a sense of identity and a mutual empathy within the group. Families, ethnic groups, neighborhoods, churches, unions, clubs, or places of work--these communities can support individuals in their learning efforts.

Many individuals organize their lives around metropolitan regions, taking advantage of learning opportunities which are close to home and germane either to their job or their personal growth. Learning opportunities for adults are now available in most areas through theater groups, dance companies, arts councils, volunteering opportunities, and mass media. Adult and continuing education programs exist in most communities and continually create new programs for personal and professional development. Community colleges mushroomed during the sixties, and many four year institutions are extending the services they offer off campus. Vocational and professional training are available through places of work, labor unions, professional organizations, and public and

private training institutions. (See Appendix B, "Sources of Education and Learning in the U.S.A.")

Local providers have two problems: creating programs for the currently unserved, and linking learners with programs that already exist. The basic challenge of linking learners with resources seems to be largely organizational and logistical. Policymakers and planners may find solutions in structures with a local organizing principle—adult education councils; learning exchanges; educational brokering centers; computer information and referral banks; multi-campus instructional programs; collaborative offerings between colleges and human service agencies or places of employment; educational institutions which have ongoing links with regional, county or municipal planning agencies; and multi-branch libraries. Through such locally based structures, the needs of individuals and groups can be assessed and educational services to meet these needs can be designed and delivered. In some cases, communication and collaboration among providers may be an important elements of the solution. The probability of individual access is increased by local providers of learning opportunities coordinating their offerings within their geographic area.

Policy Strategies Needed. Developing public policy strategies which enhance individual growth and enrich learning opportunities is difficult, particularly in an area as amorphous as lifelong learning. Education in the United States has traditionally been a local function, a State responsibility, and a Federal concern. To create a Federal role which will provide leadership without limiting local initiative and State authority is the challenge posed by the Lifelong Learning Act.

THE LIFELONG LEARNING ACT: FEDERAL, STATE, AND LOCAL IMPLICATIONS

Although the Lifelong Learning Act is a comprehensive statement of the Federal interest in lifelong learning, its ultimate purpose is to improve learning opportunities for individual citizens in local settings. Consequently, as well as delineating the Federal role, this section discusses the essential role of State government and the needed efforts at local levels.

What should future Federal policies toward lifelong learning during the adult years emphasize? Two concerns should be priorities: greater emphasis on equity for adults seeking educational services and greater emphasis on learners and learning in governmental policies, programs, and research. These two emphases reflect the fresh and much needed perspective taken in the Lifelong Learning Act toward educational needs in our society. The focus on adult learners in this report is particularly fitting. Because most institutions, programs, and government policies were designed for youth, they may not serve adults equitably. Because most adults have met their learning needs outside classrooms, an understanding of the way adults learn may enable us to better understand what the relationship of formal to nonformal schooling should be in a learning society.

Three types of activities should be emphasized in developing Federal policy in lifelong learning: program analysis and coordination at Federal and State levels; basic and applied research on topics receiving little previous attention; and the demonstration and dissemination of effective, broadly applicable learning practices at State and local levels.

THE FEDERAL LEVEL

So many Federal programs support learning opportunities for adults that no coherent Federal policy can be identified. Because researchers use varying definitions of "adult learning opportunities," the exact number of programs and agencies and the amount of funds used for adult learning is difficult to determine. Since evaluation data are not gathered in any comparable form, it is unclear which groups participate in and benefit from these programs.

The most widely quoted figures are from a College Entrance Examination Board study, which defines Federal programs supporting adult learning as those that provide education or training to all types of students past compulsory school age. Using this definition the study identified almost 300 programs in 29 Federal agencies. The aggregate allocation for the education and training parts of these programs varied enormously, ranging from $500,000 for continuing education for practicing dental auxiliaries to over $5.5 billion for education benefits for veterans. More than half of the $14 billion was spent on three programs: education benefits for veterans (the G.I. Bill), the Basic Educational Opportunity Grants Program (BEOG), and extended social security benefits to 18-to-22 year old dependents enrolled in school.

Only a fraction of the money goes toward providing learning opportunities for adults over the traditional college age. Among the major programs that do serve adults are the Work Incentives Program ($49 million) and the Comprehensive Employment and Training Act ($253 million). Both programs are in the Department of Labor.

Education programs that focus specifically on adults account for another $545 million--just 4 percent of the total $14 billion. About 70 percent of this money goes toward three activities: the cooperative extension programs of land-grant universities, the adult component of vocational education grants to the States, and the adult education grants awarded through State agencies.

While Federal support for adult learning does not fit into a pattern that suggests a coherent policy, at least two generalizations can be made about the directions the Federal Government has been taking. One is the dominance of financial support to individuals, particularly those of college age, rather than to institutions. The second is the heavy emphasis on activities taking place in postsecondary institutions rather than in less formal or less traditional settings.

What are the consequences of these general patterns of Federal support for the future? First, Federal policy should focus on equity: the accessibility and availability of learning opportunities

for all citizens. This emphasis on equity has been the cornerstone of Federal support for formal postsecondary education. Yet perplexing concerns remain regarding the adult learner, particularly the disadvantaged adult learner. Despite the general increases in participation in adult education, participation rates among the poor, the elderly, and the relatively uneducated are very low, according to all studies in this area. Adults also appear to be poorly served by certain current financial aid policies which, for example, do not allow support for students enrolled in college on a less than half-time basis. Indeed, in surveys of adults, "costs" or "expenses" are most frequently cited as reasons for not pursuing further education, yet both in this country and in Europe, only two to five percent of eligible workers participate in education benefit programs negotiated into union contracts. A variety of financial plans to accomplish the goal of greater opportunity for adults, including entitlement vouchers, endowments, and various tax benefits, have been advanced. However, much more must be learned about the extent and importance of financial as well as other barriers--lack of time, lack of information, career concerns, family pressures, and others. Research, analysis, and experimentation should be undertaken to better understand such barriers and to determine what policies, financial and programmatic, are needed to overcome them.

Second, Federal policy should focus on learning and learners. Degree programs are but one type of learning opportunity currently sought by adults. Despite the relatively low level of Federal involvement, adult participation in a broad range of learning opportunities has increased rapidly during the past two decades. Enrollments have increased in adult and continuing education programs by more than 50 percent over the past 10 years. In addition to the large numbers of adults registered as parttime college students, many are taking advantage of opportunities offered by their employers, by elementary and secondary school systems, state and local governments, libraries, museums, churches, and correspondence schools. (See Appendix B, Sources of Education and Learning in the U.S.A.) Still others are engaged in deliberate programs of self-instruction. Appropriate degree credit should be available to adults who desire it but degree-granting programs should not dominate the development of learning opportunities for adults. Indeed, many fear that the college degree has lost part of its meaning and that our society is in danger of becoming over-schooled and over-credentialled.

As an alternative, public policy might emphasize meeting learning needs, rather than certification needs, through encouraging learning opportunities in a range of nonformal settings (workplaces, community centers, public libraries, museums, public broadcasting) that are attractive to and appropriate for all adults, particularly those with special learning needs. The goal changes from inducing adults to obtain diplomas to enabling them to learn the things that will make them better at their jobs and happier with their lives.

This perspective has implications for the type of research and demonstration projects the Federal Government might sponsor. Besides sponsoring research emphasizing participation in formal education ("Why don't blue collar workers take advantage of tuition aid programs?"), research should be undertaken which emphasizes learning opportunities ("How can work be structured so that the learning opportunities available in the work setting are useful and rewarding?"). Demonstration projects might experiment with making work policy more flexible so that people can cycle in and out of work, leisure and learning opportunities (Stern, 1977). These and other possibilities should be explored as part of policy research which emphasizes access to learning opportunities as well as participation in formal education.

Finally, learning more about the diverse, non-school patterns of adult learning may have important consequences for other levels of the formal education system. Can secondary schools make better use of libraries, museums, and community centers? What intrinsic and practical learning takes place on the job, and should greater opportunities for such learning be created for young people, increasingly cut off from the world of work and employment? Analysis of Federal programs across all departments should take place, from a lifelong learning perspective, to insure that other providers besides traditional schools and institutions have the opportunity to participate in programs and receive Federal support.

Specifically, three types of activities should be undertaken at the Federal level.

Research. In developing a coordinated program of research, development, demonstration, and evaluation of learning opportunities, the unique learning needs of subgroups of the total adult population, including women, the unemployed, minorities, and potential career changers should be emphasized. Clark (1977), in a paper developed for the Lifelong Learning Project, suggests that such research should be formulated around a statement of this general problem: What are the factors which enhance or prevent engaging in and benefiting from adult learning opportunities wherever they exist?

This question focuses on benefits to the learner. It is diagnostic. It encourages all providers to investigate both positive and negative factors in their programs. It suggests that such knowledge be used in developing and improving those programs. It requires research that results in practical guidelines for reaching larger and more needy populations. While allowing for the building of a knowledge base about adult learning, it at the same time encourages program development and improvement. Most importantly, it is not limited to an examination of "participants" in "programs" but includes investigation of self-initiated learning activities in informal settings.

To be most accurate and useful, research designs which address the above question should include information on four elements:

- Characteristics of the adults and the settings in which they live. Most large scale social science research indicates that solutions to social problems are found only if both the characteristics of populations and the settings where people reside are taken into account;

- Learning purposes of adults. Demographic variables such as age, sex, and race are often less significant than learner purpose in predicting success;

- Learning opportunities. These are characterized by delivery, through various media, with differing formats, content, and objectives, with different costs;

- Dimensions of outcomes. The outcomes, such as learning something useful or being motivated to participate further, will be affected by the interactions of the previous three elements: the person-in-a-setting, the learning purpose, and the learning opportunity.

Thus, a specific research question might be: What factors (such as self-confidence, adequate information, prior experiences in school, access to resources) promote or prevent a pregnant, urban teenager from engaging in and benefiting from an education program about prenatal nutrition and child care (such as one offered in a community center, in a public high school at night, over public or commercial TV, through a self-instructional booklet)? A different

question might be: What factors promote to prevent an elderly rural widow's engaging in and benefiting from a program about social security benefits? Though each particular piece of research may address the purposes, opportunities, and outcomes for a particular group, a base of knowledge is cumulatively built. We begin to understand which elements, in which combination, for which groups, can make the most positive improvements in designing and delivering more effective educational services.

Demonstration and Dissemination. While it would be inappropriate for the Federal Government to provide wholesale financial support for adult learning opportunities at the local level, the judicious use of modest funds to demonstrate and disseminate special approaches to education is an appropriate Federal activity in lifelong learning. Innovative practices and alternative policies might be tested in real settings before they were considered for wider applicability. Projects could range from neighborhood information networks to adult entitlement or other such financial aid plans offered on metropolitan or Statewide bases. Important and needed areas for effort would include: development of learning materials designed for use by adults, particularly disadvantaged adult groups; more effective use of new technologies to reach wide audience on a cost-effective basis; and demonstrations of the effective use of such local learning resources as fire departments, health and nutrition services, and a range of other, community-based services in providing family educational services.

Coordination. Both logic and the need to improve learner services dictate that some order be brought to the patchwork of Federal programs that benefit adult learners. The Assistant Secretary for Education is charged in the Act with fostering improved coordination of Federal support for lifelong learning and with acting as a clearinghouse for information on lifelong learning programs which are, or may be, carried out by any department or agency of the Federal Government. Since hundreds of programs serve adult learners, such a mission, unless it is carefully pursued, is doomed to join a long list of ineffectual global attempts at coordination within the Executive Branch.

One key to effective coordination, at least in initial stages, is to think small, focusing first on a few programs within the Education Division of the Department of Health, Education, and Welfare. Sell and Segal (1977), in a paper developed for the Lifelong Learning

Project, examined five such programs from a lifelong learning perspective, for differences and similarities among providers used, people served, program goals, barriers addressed, administrative structures and operational procedures. Such analytic tools, if further developed, could provide managers and legislators with information on the match between legislative intent and program accomplishment. Such analysis could gradually be extended to wider numbers of programs.

A lifelong learning perspective might also inform the modification of program structure and procedures--again starting small. For example, several programs in the Education Division are designed to expand postsecondary opportunities for underserved groups. Each requires separate plans to be prepared and submitted annually from State agencies. Improved efficiency, savings, and learner service might result if such plans were to be consolidated.

To be effective, coordination should start small and should have specific outcomes in mind. For example, establishing linkages between education, agricultural, and consumer agencies might better educate expectant parents and families about nutrition; or linkages between education, employment, and community agencies might better provide job training to urban youth. Each of these coordinating efforts would be designed to achieve particular program outcomes.

FEDERAL-STATE RELATIONS

States traditionally exercise the ultimate responsibility for the education of youth, and the State role in postsecondary education has been greatly enhanced in recent years. So a major responsibility to nurture and support local providers falls on the States.

As at the Federal level, States have been committed to formal postsecondary education rather than to the broad range of learning opportunities available to adults. There are, however, substantial differences among States. Although several States have basic programs of support for adult education activities, a large number have minimal involvement. Where a State does support adult and continuing education, its support may be directed toward one of several agencies. For example, some States stress the role of the public school system in serving adults while others emphasize community colleges and still others stress programs of continuing education where they are sponsored.

As Jonsen (1977) points out in a paper developed for the Lifelong Learning Project, the financial responsibility that States assume for adult and continuing education also varies considerably. In a number of States, responsibility is limited to the administration of Federal programs, including those in vocational education and adult basic education. In other States, the costs of adult education programs are shared between the State and local districts. In four instances, the States are more liberal in their student financial aid policies than the Federal Government: Colorado, Connecticut, Tennessee, and Wisconsin allow these funds to be used by less than half-time students.

The growth of adult participation in postsecondary education has had a number of consequences at the State level. Some States have developed postsecondary master plans and others have revised existing master plans to incorporate attention to the broader sector. In addition, some States have carried out detailed needs assessments to get a better understanding of what adults are looking for in education, although Cross (1978) points out that several are limited by an institutional, rather than a learning, perspective.

Much of this planning and assessing has been done by State postsecondary education agencies. Unfortunately, many of these agencies do not have the statutory authority to implement what they recommend. The ones that do have authority have not always chosen to exercise it. State legislatures are sometimes suspicious of recommendations from the postsecondary sector for new initiatives in programs for adults, fearing that colleges and universities may be more interested in filling empty seats than in filling unmet needs.

Increased competition among institutions for new postsecondary students is acutely felt as State levels. In many instances, State-supported institutions are in direct competition with private or locally-supported schools for both vocational and liberal arts students. Instead of being expanded, opportunities are duplicated. Yet groups who are in need but who are harder to reach because of poor self-esteem, little prior education, or remote geographic location often remain unserved.

Differences in administrative structures of support for lifelong learning are so great among the States that generalizations about their relations with the Federal Government could be misleading. Yet States do face some common issues which are worth examining. For example, the number, variety, and diversity of Federal programs militate against and discourage coordination of the resultant activities at the State level, since these programs rest on their own legislative bases and tend to generate cognizant agencies or units at the State level. But the two levels of government may be more responsive to one another (vertical coordination) than are related programs at the same levels (horizontal coordination). Efforts to improve horizontal coordination at the Federal level so that corresponding effects might be realized at State levels have not been successful. The results of efforts to induce coordination strictly at State levels have been mixed.

Another problem the States share with the Federal Government is a lack of information. Key State education officials, both in the executive and legislative branches, contend that despite studies that have been conducted on the needs of adults, they still do not

have reliable data on which to base policy. Though many State legislators appear genuinely willing to change educational policy for the benefit of the adult learner, many still require persuasive, comprehensive information which reflects a learner perspective, regarding current services and needs.

Compounding this problem is the fact that using this information is often as great a problem as developing it. The several State studies of needs have shown remarkable consistency (Cross, 1978), and the experience of many new nontraditional institutions and activities have borne out these study results. Yet many State officials have still been reluctant to shift dollars from established programs. State policies and dollars have traditionally supported educational institutions, not learners. The recent growth of State student financial aid programs has begun to shift this balance, but State encouragement of lifelong learning many mean supporting activities in addition to (or even in place of) established institutional priorities. That is, such activities as student financial aid for part-time students, community brokering centers, off-campus offerings, and adult education courses in life skills and recreation, may require additional State funding.

The Lifelong Learning Act acknowledges the significant role of States in Federal education policy and suggests that Federal efforts should be made to improve the State role in lifelong learning. Such efforts might include: reduced fragmentation of effort among Federal programs which affect the State; pilot testing of single, comprehensive State plans to replace multiple plans in related programs; Federal support for improved assessment of adult needs and available resources; and incentive funding from the Federal Government for diverse models of statewide leadership in lifelong learning.

LOCAL PROVIDERS AND PUBLIC POLICY

Learning opportunities for adults are provided by a diverse group of organizations and institutions in each community, as Appendix B indicates. Nolfi, (1977b) in a paper developed for the Lifelong Learning Project, groups these providers into four types:

- Institutions and organizations whose primary purpose is providing educational services (higher education institutions, community colleges, proprietary schools, vocational technical schools, public school systems, correspondence schools);
- Organizations which provide employment-based learning opportunities (business organizations, industrial and government agencies, the agricultural extension service, trade and professional groups, the military, labor unions);
- Cultural organizations (libraries, museums, historical societies, special interest groups, theaters, cultural groups); and
- Community and social groups and movements (citizens organizations, private welfare organizations, service clubs, social groups, senior citizen groups, women's groups, free universities, religious organizations, minority organizations, political groups, consumer organizations, environmental groups, and other social movement groups).

He lists educational media (television, radio, newspapers, magazines, various publications, audio and video cassettes, movies) as additional "providers" of locally available learning opportunities. A problem in the past has been that because of different funding patterns and operating modes, these providers have operated separately, rather than coordinating their resources on behalf of the learner.

Federal, State and local policy should be directed toward supplementing, not supplanting, the efforts of these local providers. Policymakers should emphasize three kinds of support: developing services for the currently unserved; developing planning and

oordinating strategies which encourage collaboration rather than ompetition among local providers; and developing mechanisms vhich link learners to the appropriate resources.

Developing Services. The factors that encourage local providers to develop learning opportunities for difficult-to-reach groups must be studied. In an examination of the supply of learning opportunities in six communities, Peat, Marwick et al (1977) found that many organizations offering adult education programs rely on the personal judgements of individual staff members as the basis for program decisions, rather than on formal asessments of institutional capabilities and of the community's learning needs. Further, a recent study on adults with less than twelve years of schooling points out that "...there are only negative incentives for recruiting the most in need, whether by educational or other criteria, for they are the most likely not to successfully complete (an educational) program. Efficiency values do not favor working with the hard to reach and teach" (Rockhill, 1977). Policymakers, as well as educators, need both a greater understanding of the difficulties inherent in such endeavors as teaching employment skills to a 50-year-old illiterate welfare recipient, and a greater degree of commitment to providing appropriate, consistent support to local providers.

For example, local program providers need to identify and benefit from those with expertise in recruiting, counseling, and teaching adults with special learning problems. Individuals or institutions with proven solutions to particular problems might be identified, and a local-State-Federal resource network might be established. A first step might be the establishment of an informal "board of counselors," representing the range of provider organizations and learner groups, to advise State and Federal policymakers, thus insuring that educational policy is grounded in the knowledge and experience of local practitioners and consumers. The local "futures invention" sessions conducted by the National Advisory Council for Adult Education is one interesting model for such endeavors.

Making Connections. Given the diverse and fragmented nature of the instructional resources available in most communities, local policymaking and planning groups need techniques for identifying community needs and establishing priorities. Experimentation with ocal planning techniques could be supported and disseminated by he Federal Government as a part of its role in providing assistance

for lifelong learning. Policymakers and planners may find solutions in structures with a local organizing principle--adult education councils; multi-campus instructional programs; collaborative offerings between colleges and human service agencies or places of employment; educational institutions which have ongoing links with regional, county or municipal planning agencies; and multi-branch libraries. Through such locally based structures, the needs of individuals and groups can be assessed and educational services to meet these needs can be designed and delivered.

Linking Learners and Opportunities. Again, however, the emphasis should be on linkages which directly serve learners. Examples of effective services certainly exist in some communities. The Learning Exchange in Evanston, Illinois, helps individuals who want to find a teacher for themselves. The Exchange has developed a file with the names of almost 30,000 people in the greater Chicago area who are willing to teach someone else what they know about a specific subject. The knowledge base represented in the files ranges from archaeology to shoe repair. More than 7,000 tutorial arrangements, classes, discussion groups, and recreational activities have been initiated by network participants. The public library in Portland, Maine, has established a learner's service desk and staffed it so that any person with a question about learning can obtain help. Elsewhere, free universities and community-based information, referral and advisement services assist individuals and groups with special learning purposes to locate appropriate learning resources within the community. Particularly promising counseling services have integrated career and educational information to better serve clients.

Because these services hold the potential for being genuinely learner-oriented, and for serving the information needs of learners of all ages, such "brokering" services are particularly relevant for lifelong learning. This is an excellent example of an area in which, without taking on a massive funding role, judicious support from the Federal Government, with effective dissemination to the communities, could have a significant impact nationally.

RECOMMENDATIONS

As this report has noted, the Federal Government is already providing many learning opportunities to adults. But the Lifelong Learning Act signals a promising shift in emphasis and perspective. Instead of stressing institutions, degrees, and programs labeled "education," it speaks of people, how they learn, what they learn, and where they learn. It considers the things people need to learn throughout their lives in order to survive, cope, be happy and productive, love, and grow old with dignity. This report does not assume that the best Federal role is to lure people back to school by providing massive financial support for adults. It does assume that access to learning opportunities may help people to make their lives better.

The recommendations in this first report are limited to some initial priorities. More elaborate recommendations appear unwise until a base of experience can be established. We expect that the results of the activities recommended in this report, as well as completion of the other activities specified in the legislation, will point to future directions for Federal support for lifelong learning. Additional recommendations are also made in the next part of this report, which discusses special learner groups.

In its efforts to develop a comprehensive lifelong learning policy at the Federal level, the government should:

- Emphasize greater equity for adult learners and increased learner orientation in all policies and programs.

- Analyze legislative authorities and actual program experiences to insure that the range of learners and providers of program services participate on an equitable basis.

- Initiate coordination efforts among related programs to reduce duplication and administrative burden at State levels, to improve local services, and to achieve interagency linkages for the establishment of needed programs of lifelong learning.

- Propose experiments to test alternative financing plans designed to reduce financial barriers confronting adults seeking further postsecondary education.

- Support research on barriers to participation, on the "natural learning system" of adult groups, and on the relationships of age and the life cycle to learning.

- Support demonstration and dissemination of cost-effective programs and linkages at the local level which exemplify learner orientation, which clarify distinctions between learning and certification functions, and which legitimate the broader range of providers of learning opportunities.

- Emphasize the needs of disadvantaged groups of adult learners in these analysis, coordination, research, and demonstration activities.

In its efforts to support lifelong learning in the States, the Federal Government should:

- Provide incentive grants to States encouraging the development of broad, diverse approaches to lifelong learning.

- Consider the use of single State plans replacing the multiple annual plans currently required by several education and training programs serving adults.

- Provide technical assistance and support to States intent on conducting learner-centered needs assessments among adult residents.

- Encourage the establishment of interstate and regional services for adults which may not feasibly be launched in all States, such as the assessment of prior learning, review of work-based training programs for college credit value, and "regional examining universities."

In its effort to support lifelong learning at local levels, the Federal Government should:

- Support projects which develop new, cost-effective approaches to the learning needs of all adults, but particularly the disadvantaged.

- Support approaches which link diverse practitioners and policymakers into networks which, in turn, impact upon State and Federal activities.

- Support the development of learning materials expressly designed to meet the learning needs of adults, and cost-effective means for training existing personnel, such as college faculties, to better serve adult learners.

- Support the establishment of local efforts to link learners with learning opportunities.

- Support efforts of local providers to cooperatively assess learner needs and make available appropriate learning opportunities.

- Support an enlarged network of learning opportunities that are accessible on demand, of low cost to the learner, and open to persons of all social classes, occupational status, and ethnic origins. Museums, public libraries, and educational media are the existing institutions that best satisfy these conditions.

THE LEARNING PROBLEMS OF SPECIAL GROUPS

In keeping with the emphasis of the Lifelong Learning Act upon learners and learning, this year's report focuses upon the special learning problems of four broad groups: workers, urban youth, women, and older adults. These groups are not mutually exclusive, nor do they begin to include all of the individuals in society with particular learning problems. Other groups could and should be given similar special attention in future reports: pre-school children, handicapped individuals, professionals with special career renewal needs, parents, and others.

Indeed, the lifelong learning perspective could usefully be applied to individuals at any point in the life cycle and to groups with various learning requirements. It is a rich perspective which encourages us to reconsider current practice in light of individual and societal needs.

Workers, urban youth, women, and older adults were selected for emphasis in this first report because most experts agree that their needs are particularly pressing (O'Keefe, 1977). A lifelong learning perspective sheds light on needed Federal roles in planning and coordination, basic and applied research, and demonstration and dissemination of learning activities for these groups.

WORKERS AS LEARNERS

School shapes the early lives of young people, and work consumes as much as one-third of the waking time of adults. For many, school influences self-esteem and competence, and work is central to economic survival and personal fullfillment. Policymakers with a lifeflong learning perspective can help to close the gap between the educational and work lives of individuals: by improving the work-related experience available through the educational system, by improving the learning opportunities available at the workplace, and by encouraging linkages between both systems to support continual human development and life transitions.

Entering, participating in, and leaving the labor market are important phases in the lives of many people. The shift from youth to economic adulthood is followed eventually by the shift from working to retirement. Increasingly common as well are midcareer

shifts, which can involve changing from one job to another, entering or reentering the labor market after years of homemaking, or altering radically one's occupational and lifestyle. One worker in three changed from one occupation to another between 1965 and 1970, including 51 percent of men 20-29 and 38 percent of men 30-39. Moreover, 27 percent of all men and 13 percent of all women changed to a different major occupational group, such as from clerical to craft work (Summers and Eck, 1977). Whether they are production workers, managers, professionals, or trade unionists, adult workers who are learning new skills or knowledge are undergoing life transitions that may need educational support.

THE CURRENT SUPPLY OF LEARNING OPPORTUNITIES

The nation's private and public employers and labor unions conduct a vast network of training/education/development activities involving billions of dollars and millions of adults. The overall extent, nature, and participation patterns of these programs are not known but a brief summary indicates their vastness and variety. For instance, a Conference Board study estimates that the 7,500 U.S. private sector firms with 500 or more employees (a total of 32 million employees) spent $2 billion in 1975 on direct training and development expenses (Lusterman, 1977). In its annual report of 1975, the Civil Service Commission reported experiences involving a total of 550,446 individual participants, 26,000 full-time training and education personnel, and a cost of over $125 million. The Department of Labor's Employment and Training Administration Notes (1977) points out that more than 265,000 persons have been served by labor organizations in programs sponsored by the Department of Labor since 1963, with unions receiving $185 million. Of the over 200 unions in the U.S. and Canada with between 60,000 and 70,000 locals, 25 percent have formal education programs of their own. Clearly, many learning opportunities exist in the world of work.

THE NATURE OF WORK

The quality of worklife movement in this country and the experiments in industrial democracy in Europe are based on the idea that work, like education, should offer opportunities for the growth and expression of human potential. As far as possible it should "unslot" people from narrow bureaucratic tasks and allow them to make a whole contribution.

Concern about humanizing or democratizing work is not new. In the debate during the first part of this century between John Dewey and the proponents of a "social-efficiency" theory of vocational education, Dewey argued that the purpose of education was not simply to produce efficient workers but to cultivate more complete human beings. He saw education and work as partners in this task and believed worklike activities should be included in the education process. Once students learned to learn from work in the educational setting, they could continue the process in the work setting. The social-efficiency theorists, on the other hand, held that the purpose of vocational education was to produce an efficient work force, with specifically trained workers fitting specifically designed tasks. As a result of that efficiency, people would have free time to pursue interests that contribute to personal enrichment.

Dewey, rather than the social-efficiency theorists, had a lifelong learning perspective. He recognized the educative potential of the work-place and emphasized the development of the individual within the system rather than the subordination of the individual to it. Such a perspective can bring a larger sense of purpose to bear on such issues as unemployment, underemployment, and worker alienation, and such a perspective is necessary if the remedies for these issues are to address causes rather than symptoms.

CURRENT U.S. PRACTICE

A great variety of training, education, and development programs are operated by corporations, unions, government agencies, educational institutions, and combinations of these groups. American experiments in industrial democracy worth noting are the Work Improvement Program at the Harman International plant in Bolivar, Tennessee, and the Quality of Life Program at General Motors. Both programs are carried out in cooperation with the United Auto Workers; both stress the involvement of workers in goal setting, problem solving, job design, and other decisions and activities that affect their work; and both include educational opportunities that involve more than learning bits of jobs. An unusual feature of the Harman project is that workers can earn "idle time" if they complete the equivalent of eight hours of work in less than that time. The accumulated idle time can be used for extra time off or for courses offered in the Harman School--courses that cover both work-related and cultural subjects.

Some programs involve both unions and educational institutions. A union in New York (District 37—The American Federation of State, County and Municipal Employees) offers counseling services and basic skill instruction at the worksite. The union contracts with a variety of educational institutions for instructional programs. Hofstra University works with the Distributive Workers of America in New York to offer a liberal arts curricula at the union headquarters. The curricula links theory to practical applications of the employed worker. Many similar programs could be cited.

WORK POLICY ISSUES

Although interest has been intense and widespread, as the described programs illustrate, most attempts to reform work have been piecemeal and cosmetic. As O'Toole (1974) points out, "Despite a decade of promising experiments with job enrichment, the nature of work for the vast majority of Americans is basically unchanged." A similar conclusion is reached by Wirth (1977): "Initial moves have been made by corporations, but only 1 percent of the work force is involved in efforts that might generously be called industrial democracy."

One important federal role is the examination of certain policy issues (Comstock, 1977). At a time when employers are supporting a cluster of major educational programs, when unions are negotiating tuition refund benefits, and when institutions of higher education are learning how to serve workers more effectively than in the past, a number of policy analysts and others are raising serious questions about the wisdom of increasing public support for lifelong learning opportunities for workers. They ask, for example, about the extent to which workers want more education than is already available to them (O'Keefe, 1977; Stern, 1977), about the evidence that the most dissatisfied workers are those who are too highly educated for their jobs (Quinn, 1977), and about whether government subsidy for workers' education is the most effective strategy for encouraging lifelong learning (Stern, 1977). Best and Stern (1976), for example, suggest that more flexible work scheduling and opportunities for voluntary work-sharing (giving up some worktime and income in order to get more free time) may do more to encourage lifelong learning than any educational program per se.

In short, is there really an unmet demand among workers? If so, and if that demand were fully met, what changes should occur in the labor market and in the quality of work life? If the net change would be positive, should various levels of government support more extensive education for workers or should the task be left to companies, unions, and existing educational units?

RECOMMENDATIONS

In recognition of the complex relationship between learning and work, a Federal role in lifelong learning should be directed toward the following goals:

- An identification and evaluation of existing programs sponsored by government, employers, unions and universities which incorporate work and learning;

- The development and evaluation of demonstration projects which combine work and learning, especially those that aim at improving the quality of work life, including those that permit more flexible scheduling of education, work, and leisure over the course of a lifetime; these programs should pay particular attention to the needs of these groups at a disadvantage in the labor market;

- Support of local projects in which providers of work and learning collaborate in offering services to workers; and

- Improvement of information and brokering systems which acquaint people with learning opportunities in their community or state.

URBAN YOUTH AS LEARNERS

Recent surveys consistently point out that adults who are uneducated or poor do not usually take advantage of adult education programs. The younger, least educated members of our society face the most difficulty. They tend to be low on the socioeconomic ladder, low on the ladder of job skills, and often from a racial or ethnic minority. They neither enroll in courses offered by institutions in their communities, nor do they report themselves as self-learners.

People who have successfully made it through the educational system are likely to be comfortable in it and to use education to their continuing personal advantage. Those who did not succeed, or who were uncomfortable with their period of compulsory schooling, cannot be expected to go back for more. Urban youth most often fall into the latter group. A consequence of youth rejection of the school system, and learning in general, may be trouble for themselves and for society: low skills and poor paying jobs, lack of self-understanding and problems within the family, an insufficient grasp of the responsibilities of citizenship, and difficulties with the law and regulatory agencies of society (Smith, 1977).

This pattern is similar to that reported in other countries, and no government seems to have found a totally successful solution. The United Nations and the Council of Europe have, in separate actions, endorsed what amounts to a principle of positive discrimination to favor the poorly educated (UNESCO, 1976).

EMPLOYMENT CONCERNS OF URBAN YOUTH

The combined impact of financial and educational poverty is vividly illustrated in the high proportion of urban disadvantaged youths who either separate from the school system early or sit through classes twelve or more years without learning much. The learning and working elements of the situation cannot easily be disentangled. Positive steps may require the coupling of education and work experience. For years it was promised that the attainment of a high school diploma results in access to jobs. Yet youth in the central cities know, as well as the census takers, that 4 out of 10 disadvantaged teenagers cannot find jobs. The employment reality may make the promises of education seem unreal.

During the sixties many owners of businesses and industries migrated to suburban areas; the process continues. The shifting to suburban locations from the central city has been especially rapid for retail trade, a major source of teenage employment. Many of the remaining jobs available to youth in the central city are low-paying and insecure, requiring little skill and offering little opportunity for advancement or learning. Moreover, these jobs are always available, and young workers know they can be picked up easily. This kind of employment situation supports and encourages a certain life-style--one inimical to the development of work habits and the expectations associated with upward mobility and economic stability.

The learning environment available to disadvantaged urban youth is equally impoverished. As economic institutions have withdrawn from the central city, the resources available to support educational and other public institutions have dwindled. The consequences for education are drastic, as the growing number of school closings and service cutbacks in large cities indicate. The development of alternative methods of financing public education is a crucial need if the learning opportunities of disadvantaged youth are to be enhanced.

SOCIAL ATTITUDES OF URBAN YOUTH

One of the most pervasive, damaging, and subtle outcomes of policy debate is the tendency, especially in the face of intractable and politically volatile problems, to blame the victims for the difficulties--and to direct energy and money into efforts to help them reform. This kind of public attention, communicated especially through social programs, tends to reinforce the very situation it is trying to correct: it reinforces in these youth the internal sense of worthlessness that results from living in an environment that cannot adequately sustain either body or spirit.

A more recent and comprehensive view of the literature on self-esteem came to similar conclusions. Low self-esteem in youth is linked to family disorganization, economic disadvantage, racial and ethnic prejudice, and social rejection. The responses of youth to such a social environment are lower achievement levels, lower vocational expectations, and general lack of confidence.

Such studies support the common sense conclusion: the experience and attitudes of the younger generations will reflect those of their parents and other significant adults. Second and third generations of urban disadvantaged youth have learned a definite life-style and set of role expectations that fit the environment and are passed from generation to generation.

DATA ON URBAN YOUTH

Numbers convey the story as well as words:

- The dropout rates for urban, particularly minority, disadvantaged youth are extremely high:
  - In Oakland, California, the dropout rate in 1976 was 30-40 percent in the public secondary schools.
  - Philadelphia, Pennsylvania, in 1975, had a dropout rate of 50 percent at the tenth-grade level.
  - The proportion of black youths ages 14-24 not enrolled in school and not high school graduates was 18.4 percent in 1975; for whites in the same age group, it was 10.5 percent (U.S. Department of Commerce, 1977).
- Disadvantaged and minority youths continue to score significantly lower than whites on standardized tests:
  - Blacks score approximately one standard deviation lower than whites on the Scholastic Aptitude Test. There has been little change in this scoring differential since 1965.
  - Data also show that while 80 percent of 17-year-old youths have acquired basic academic competencies, the 20 percent who have not are largely from poverty-level homes (Tyler, undated).
  - The Mini-Assessment of Functional Literacy found that those scoring lowest were from inner city schools in which many parents were unemployed or on welfare and had no high school education (Tyler, undated).
- The statistics on employment experience further elucidate the problems faced by urban disadvantaged youths, particularly if they are nonwhite:

- 50.8 percent of 16-to-21-year-old blacks were without work in 1975 compared to 28.4 percent of whites the same age. (U.S. Department of Labor, 1976b).

- While black teenagers in 1976 were less than one-tenth of the black labor force, they comprised one fourth of black unemployment.

o The crime and incarceration statistics are the final commentary on the circumstances of the urban, disadvantaged youth.

- In 1974, 28 percent of all persons arrested in cities were under the age of 18.

- 16-to-24-year-olds comprised 42.5 percent of all those arrested in cities.

- Blacks and those of Spanish origin represent a disproportionately high percentage of incarcerated youth. In 1970, blacks and Hispanics made up almost half of the total number of 15-to-24-year-olds in training centers for juvenile delinquents.

LIFELONG LEARNING THROUGH SCHOOL REFORM

For many years social reformers and policymakers have argued that one of the best ways to overcome racism and other forms of exclusion in America is to move people who are outside the mainstream into it. Schools have usually been viewed as the logical mechanism for accomplishing this, but they have had mixed success in carrying out the task. They have helped many disadvantaged citizens share the benefits of life in America, but they have also kept many out. Learning may be the best chance the disadvantaged have to improve their lot; those who are schooled out are effectively denied this chance. For them, learning is schooling, and schooling, as they experienced it, was a failure. As adults, they are not inclined to give education another try.

The lifelong learning approach may provide a strategy that can assist the education system to be more responsive to the needs of poor urban youth, thereby decreasing the number who are "schooled out" at an early age. Lifelong learning implies that learning continues after high school and that learning and doing are not mutually exclusive activities to be parceled into separate periods of life. They interpenetrate not only in the adult years when learning is usually accompanied by work, but also earlier. One advantage of this perspective for urban youth is that it legitimizes activities which are likely to make school seem more relevant to them. School need not consist of unrelieved academics; work experience, for money, exploration, personal development, and training, can be part of the curriculum. If the work experience is tied to evaluation of a career plan, the student's sense of purpose will be further enhanced. The school can also help students explore careers by brokering their involvement in existing non-school programs, like the Vocational Industrial Clubs of America, the Distributive Education Clubs of America, or the Scouts. In addition, schools can arrange for student involvement in community service projects.

By broadening the curriculum in this way, it may well be possible to remediate some of the most basic causes of school disaffection, the roots of "schooling out." First, the school provides the student with non-academic arenas in which he or she can begin to experience success in the mainsteam. Work and community service are likely to tap capacities unaddressed by academic learning. At the same time, once success is experienced, it may motivate renewed engagement in academic learning, especially if coursework and experience are explicitly related in a student's plan. Second, success may begin to undo some of the student's conviction about nonacceptance in school and, by extension, in the mainstream in general. If the school, work, and community components of the program also foster personalized contact with concerned, sympathetic adults, feelings of acceptance will be further nurtured, and students will have opportunities to observe a variety of role models.

REFORM OF SCHEDULING AND CERTIFICATION POLICIES

Extending school beyond its own walls is a concept that brings with it other structural changes. Schedules must become more flexible, to accommodate the needs of outside agencies, to facilitate travel, and to provide for sufficiently long work sessions. Periodic changes in scheduling must be tailored to accommodate sampling of different experiences. Reduction in time spent on academics impels consideration of alternatives to the nine-month school year. If, for some students, longer and more intensive experiences appear

to be fruitful for development, less rigid school entry and exit policies are in order.

All of these changes imply changes in certification as well. It would be unfair to lure students into experiential programs without allowing credit for them. New means of assessment need to be developed. They might well be tied to the general movement toward competency-based certification, which could be defined to recognize alternative skill-certification programs directly linked to employment opportunity through such programs as the Comprehensive Education and Training Act (CETA). So long as the high school diploma remains a ticket to many jobs, changes in the academic-learning/work-experience mix suggest the need to condition diploma receipt less on time spent in courses and more on attainment. The chance to prove achievement should be as open as possible; thus, consideration for taking the present alternative certification exams.

Changing the nature of the school experience during the years youth usually spend in school is one application of the lifelong learning approach. The other application is to make learning accessible after school-leaving. Here again, lifelong learning is particularly pertinent to those urban youth who left before the reforms suggested were achieved and hence lack both learning and certification.

The very programs that are helpful to potential dropouts may afford a second chance to those who have left. More flexibility in the attainment of the high school diploma and expansion of alternative ways to attain and be certified for competencies are all in their interest. So are the proliferation of experiential programs, which may provide a more congenial environment in which to resume learning than a purely academic regime. When such programs are attached to schooling that offers a different atmosphere than the familiar one that discouraged them, renewed learning may appear more inviting.

RECOMMENDATIONS

In pursuing these steps to improve learning opportunities for poor urban youth, a Federal role should include:

- Development of models for school-lined work experience programs, through continuation and

expansion of such legislation as Youth Employment Demonstration Projects Act (YEDPA).

- Joint efforts, especially by the Departments of Labor and HEW, to identify, evaluate, and disseminate promising models;

- Joint studies by DOL and HEW of the structural changes, particularly certification, which are implemented in connection with YEDPA, and complementary efforts by HEW to identify and pool knowledge about successful structural innovations piloted in any of its secondary or post-secondary programs.

- Continued support for school-business-labor-community coordination on education and work programs.

- Expansion of research on the needs, problems, and aspirations of urban youth, including youth from all minority groups.

WOMEN AS LEARNERS

Education has always held out the promise of advancement, wealth, acceptance, and self-fulfillment. Now women are embracing this promise and testing whether it applies to them as much as it does to men. College, universities, and vocational schools arerecruiting methods, and support services geared to women.

The Congress has also proved its interest in the educational problems of women by enacting Title IX of the Education Amendments of 1972, which prohibits sex discrimination in Federally assisted education programs. In addition, the Women's Educational Equity Act of 1974 provided funds for research and development efforts to ensure sex equity and established the National Advisory Council on Women's Educational Programs. The Vocational Education Act also promotes sex equity in many of its provisions. Within the Education Division, the establishment of the Women's Program Staff in the Office of Education and the Women's Research Program in the National Institute of Education also illustrate this concern. Through these efforts the government has attempted to eliminate sex bias and stereotyping in Federally funded programs, promote equitably balanced staffs, remove discrimination in financial aid practices, and otherwise address the educational needs of women through research, monitoring, coordination and the development of new projects.

TRENDS AFFECTING WOMEN'S LEARNING

Although women participate in adult education at nearly the same rate as men do (Boaz, 1977) it is equally true that they differ from men in the subjects they choose to study and their reasons for studying. Further, women face some common barriers frequently based on sex bias, stereotyping, and discrimination or its effects. There are certain situations, for example that of the mother with small children who wants to return to school, that are determined more by sex than by age, income, or education. This remains true in many cases, despite the increase in the number of fathers who share childrearing chores and thus enable their wives to pursue more options.

Any discussion of how lifelong learning relates to women must consider the following trends:

- Fewer women are marrying: in 1976, the marriage rate was 9.9 per 1000 people, compared to 11 per 1000 in 1972.

- Women are marrying later: in 1976, 43 percent of all women between the ages of 20 and 24 had never married, compared to 29 percent in 1960.

- Women are divorcing more often: in 1976, the divorce rate was 5 per 1000 people, compared to 2.5 per 1000 in 1966.

- Women are having fewer children: in 1976, 42 percent of the women who were or had been married had never borne a child, compared to 24 percent in 1960.

- Women are heading more households alone: between 1970 and 1976, female-headed families increased by one-third; in 1976, 11 percent of white families, 36 percent of black families, and 21 percent of Hispanic families were solely headed by females.

- Women are increasingly entering the labor force: from 1960 to 1976, women accounted for 60 percent of the growth in the labor force.

- More women with children are working outside the home: in 1974, 51 percent of all mothers with school age children and 34 percent of those with preschool children worked, compared to 39 percent and 19 percent respectively in 1960.

As these figures from the National Institute of Education (1977) point out, women are marrying later and less often and having fewer children than previously. As a result, new styles of living that incorporate more learning activities as well as more working are developing. Also, as the data indicate, more women are

divorced and are the sole heads of families. These women are, of necessity, entering the labor force. But married women as well are taking on more financial responsibilities; to do so effectively, they must have a full range of job possibilities. Thus, they must improve their skills and credentials to compete in the job market.

Such changes in situation and needs are clearly part of the reason more women are participating in education than ever before. In 1969, nine percent of all women participated in some form of adult education. By 1975, participation had risen to 11.6 percent. By comparison, the participation of men decreased from 12.6 percent to 11.7 percent. The greatest increase among women was in the youngest group, women from 17 to 34 years, showing a trend on the part of younger women to become increasingly involved in adult education and learning opportunities (Boaz, 1977). At the same time, college enrollment of women 25 to 34 years old more than doubled between 1970 and 1976 (NIE Fact Sheet on Demographic Trends Affecting Women, 1977).

Such increases reflect changes in educational institutions, government policies, and social attitudes, but may reflect even more the interest and determination of individual women and the impact of the women's movement on their aspirations. Although many women of energy and will have overcome some of the problems which hindered their participation in learning, it is evident that barriers remain. Women are still underrepresented in many fields of higher education; they still study subjects traditionally regarded as more appropriate for women than for men, and they still are crowded into a small range of poorly paid jobs. Removing barriers to formal education and legitimizing the modes of informal learning are imperative if each woman is to satisfy her daily needs, pursue genuine interests, and when necessary, reshape her entire life.

THE FINANCIAL PROBLEMS

The cost of returning to school for an adult is much greater than for a young person, but this is even more the case of women. The cost is especially high for a woman who is interested in pursuing a degree-based university program. When asked why they do not continue their education, women frequently indicate the lack of money is the cause (Cross, 1978). Finances also hamper men's learning, but not so severely. Women face complex and often subtle financial barriers. If they continue their education they frequently must spend money not only on the obvious expenses such as tuition or other fees, books, and transportation, but also on hidden costs such as childcare and convenience services and products. These hidden costs can increase the price of less expensive adult education and informal learning as well as more formal education. To make use of learning opportunities outside the home, the mother with preschool children must often pay for a daycare center or babysitter, rely more heavily on restaurants or prepared foods, and obtain outside help with the housework. If she waits until her children are grown, and wishes to enter a regular college program, she may be at a disadvantage since some scholarships and fellowships have upper age limits.

If she is working, she will probably have to cover these expenses on a lower salary than a man would. Women working full time earn only 60 percent of the salary of men who are employed as full time workers. (National Institute of Education, 1977). If she is the sole head of her household, she may need learning the most, but she is the least likely to be able to afford it. The average income of a mother-only family is 46 percent of the median income of a husband-and-wife family.

Basic Educational Opportunity Grants are available for some formal educational programs, but they cover only the costs of books and tuition, leaving women with the burden of the other costs. Also, they require the recipient to attend school at least half time, an impossibility for most working mothers. Although other sources of support do exist--for example, through welfare agencies--identifying and using these opportunities can be difficult, and often they do not provide sufficient assistance.

Programs that ease the problems of reentry into education must be developed. Current sources of money such as the BEOG's, welfare programs and employee tuition-reimbursement programs should be reviewed to see whether they provide realistic and accessible funds for women. An analysis should also be made of experiments in other countries with entitlements, pension loans, and other financing alternatives, especially in light of proposed legislation such as the Displaced Homemaker's Bill or the Homemaker's Social Security Bill.

THE NEED FOR INFORMATION

The complications involved in finding and getting help from different financial aid programs illustrates how priceless sheer information can be to women trying to make the best use of available learning opportunities. To provide such information, women's centers have been established on campuses and in communities throughout the country. Many have been self-initiated community-based efforts, with strong self-help components. Rural women in Kansas have formed a network to provide counseling and information, as have black women in Roxbury. Similar services that are open to both sexes often find that their clientele are mostly women. For example, 70 percent of the people who use the Regional Learning Service in Syracuse, New York, are female. Such usage patterns give further evidence of the need women have for information and counseling.

Often these centers operate on a shoestring and fight annually for their survival. Only those located on campuses or supported by local governments have any financial security, though even their budgets are usually minimal. The campus-based programs offer credit and charge tuition which can be met by BEOG's while the independent programs must rely on clients who usually do not have money to spare for counseling services. Women need to know about and use good counseling and information centers wherever they exist.

EXPANDING CAREER OPTIONS

One of the main reasons women are seeking more education is to improve their career horizons. But both active discrimination against women and women's own perceptions of their interests and abilities, often influenced by sex-stereotyped attitudes and training, have hindered their moving into new fields. Adult education statistics illustrates the tendency of women to cling to a few "acceptable" fields: women usually participate in learning opportunities that involve cultural, home, and family enrichment, while men are more interested in job-related education (Cross, 1978). Whereas 55.2 percent of male participants took occupationally-related adult education courses, only 31.5 percent of the women took occupational or similar courses (Boaz, 1977). Stereotyped interests often cause women to select a much more limited and less well paid range of jobs. Approximately 80 percent of America's women workers are employed in jobs at the low end of the pay scale in service industries, clerical occupations, retail stores, factories, and plans. (National Commission on Working Women, 1977).

Too often educational institutions, anxious to have students, allow women to follow traditional educational paths rather than design new models that will open real career opportunities for women. Some institutions, however, are seeking to break these patterns. At Northeastern University, an important cooperative education model is being developed for adult women. Through internships at a work site and a new curriculum designed jointly by the institution and the employing agency, these women are being trained for new roles in management, electronics, and large-computer sales.

The National Council of Negro Women, Inc., in conjunction with Pace University and various businesses, is conducting a model program that will move women from clerical jobs into management, sales, and administrative positions. At Wesleyan University and other community and education sites, major efforts are underway to help women overcome "math anxiety" and qualify for highly skilled, high paying jobs in math-related fields. The Federal Government should continue to encourage educational institutions to work cooperatively with employers and community agencies to train women for existing and new fields.

LEARNING INFORMALLY

Formal learning opportunities represent only a portion of women's learning activities. Often, it is in the less formal learning situations that many of the characteristics peculiar to women's interests and abilities are most evident. For instance, women have always demonstrated an ability to learn management, diplomatic, and accounting skills in volunteer work, and yet the value of this learning has not been recognized by employers and educators. The Educational Testing Service, in cooperation with volunteer organizations and educational institutions, has developed a process of identifying and verifying these capacities to enable women who have gained experience as volunteers to use that experience for college credit or to compete for paid work or new volunteer roles.

PROBLEMS OF ISOLATION

Isolation is a factor not often considered in analyzing twentieth-century problems, and yet it remains central to understanding the situation of many women. While rural women have always lived far from neighbors, many suburban women, locked into neighborhoods bereft of shops, good local transportation or meeting places, face similar problems. Many urban women living in large housing projects without stores or cultural outlets remain alone most of the day as well. Only television and radio seem able to reach them during the day, but unfortunately these media tend to be used for little besides entertainment or escape from boredom. A few experimental programs, however, are now being developed. In New Paltz, New York, the State University is offering educational counseling and an introduction to lifelong learning through the radio. After the first six weeks of operation, two hundred women were participating in the course. In New Orleans, a call-in counseling and life-planning show is being offered on public television. At the same time it is being offered in Spanish on radio simulcast. After researching the needs of rural women, the National Advisory Council on Women's Educational Programs recommended the use of television and radio to provide isolated women with more learning opportunities. The potential of radio and television to meet the needs of women is enormous but largely untapped.

While television and radio are important, the actual gathering of individuals for informal or formal learning is equally necessary. Classes at local churches, housing projects, or public schools give women a chance to share their learning and reinforce their goals. By bringing together groups of women, the Virginia-based Martha Movement helps homemakers deal with the isolation of suburban living. Boston has a program for expectant mothers which seeks to improve the quality of mothering by having an experienced mother help pregnant women from their fifth month of pregnancy through the child's first year. Programs such as these both involve women as teachers and as learners and help to combat the problems of isolation as well.

RECOMMENDATIONS

Given the changing social, political, and economic role of women in American, a Federal role in lifelong learning should support the following kinds of activities:

- Research into the adult development patterns of women and the financial, institutional and attitudinal barriers to lifelong learning that they face.
- Examination of the informal learning of women and its importance in home, career and volunteer activities.
- Counseling and other information and support services that respond to the situational, attitudinal, and financial handicaps of women.
- Identification or development of programs that help women enter traditionally male fields or prepare them for new career roles.
- Monitoring of all activities carried out under the authority of the Lifelong Learning Act to see that they take into account the problems of women, promote positive roles for women, and maintain equitably balanced staffs.

OLDER ADULTS AS LEARNERS

America is "graying" at a faster rate than ever before. Older adults are increasing both in numbers and as a proportion of the total population. In 1900, only 3.1 million persons were 65 and over, representing 4.1 percent of the population. By 1975, 22.4 million adults were 65 and over, representing 10.5 percent of the population. If the present low birth rate continues, by the year 2000 about 31 billion Americans will be 65 and over, representing 11.7 percent of the total population (Office of Human Development, 1976).

Older people today are in better health and are more likely to reach their 70s, 80s and 90s than were their counterparts of preceding generations. In 1900, life expectance was 49 years of age; 1974, it had climbed to 71.9 years (68.2 for men and 75.9 for women).

Because they are defined as the "less productive" members of a society that values those who contribute to the gross national product, older persons become victims of stereotyping and ageism. Many individuals who look forward to retirement find it to be, in the words of former Secretary of Labor Willard Wirtz, "aimless wandering--the consequence of the national misconception that life's ultimate door prize is security and that leisure is an unskilled occupation" (Wirtz, 1975). Because of the way in which society is structured, outlets for useful activity, paid or unpaid, are limited for older persons.

The limitations encountered by older persons are traceable in part to attitudes. A recent study sponsored by the National Council on the Aging reported that only 29 percent of the public aged 18 to 64 viewed older persons as "very bright and alert" and only 35 percent viewed them as "very good at getting things done" (Harris and Associates, 1975). The attitudes of those who are not old--those who set public and social policies for the nation--influence the self-perceptions of older persons themselves.

A better understanding is needed of the rich and varied individual differences among older persons and of the socioeconomic differences between one age cohort and another within the older population. The "young-old" group is different in style and

substance from the "old-old," the focus of so many of our stereotypes (Neugarten, 1974). Past studies indicating that intelligence declines with age have been rejected as invalid; older persons can and do go on learning throughout their lives. Further, they continue to have individual and developmental needs that education can help satisfy.

The education system, however, has failed to meet the needs of older persons. It has not helped them anticipate or deal with the stresses of human development in the later years of life. It has failed to help both middle-aged and older persons learn new skills or adapt old ones, thereby denying them the opportunity to contribute to society as members of the workforce or as skilled volunteers.

The learning prospects of older people are changing due to a number of recent developments. According to a survey by the Academy for Educational Development, one out of three colleges and universities now offers learning opportunities for older persons, and 28 states have passed legislation permitting older students to enroll in regularly scheduled classes free or at reduced tuition rates (Florio, 1977). Half of the 2,225 colleges and universities that offer adult and continuing education activities make special provisisions for older students. Of these, 553 charge persons over 65 no fee and 549 offer adult education activities at a reduced fee (National Center for Education Statistics, 1978). A variety of other organizations and institutions--senior centers, community schools, museums, membership groups, libraries--also offer educational programs for older persons or have encouraged them to participate in ongoing activities. Some 100 museums, for example, now make special efforts to reach older adults.

Despite the recent increases in such activities, older persons still are not participating much in educational programs compared to the rest of the population. In 1975, those 65 and over represented only 2.8 percent of the participants in adult education. Those 55 to 64 represented only 6.3 percent of the participants. Older persons do not make much use of the informal learning networks either. A 1975 survey found that only 22 percent of persons 65 and over had been in a library, 17 percent in a community center, and 18 percent in a museum "within the last year" (Harris and Associates, 1975).

LEARNING BARRIERS FOR OLDER ADULTS

One explanation for these discrepancies is the built-in bias that education and training systems hold toward the young. The financial aid policies of colleges and universities are one example. Students are denied Basic Educational Opportunity Grants if they are enrolled less than halftime and are not studying toward a degree. This policy particularly affects older adults, who rarely attend more than halftime and generally do not seek a degree.

Those who do wish to enroll full-time find that college admissions policies and scholarship programs tend to discriminate against applicants who are over 40 years old. Tuition policies allowing older students to enroll in on-campus classes free or at reduced fees have increased access for some, but they reach only a special few who are able and willing to conform to the semester-based, credential-oriented patterns of formal higher education.

The discrepancy between program proliferation and low participation may also be explained by the dispositional and physical barriers older persons face. These barriers include inadequate transportation, lack of money, poor health, and the scheduling of programs during the evening. Perhaps the most formidable barrier is the one cited by 45 percent of those 65 and over who were surveyed by the National Council on the Aging. Quite simply, they were "not interested" (Harris and Associates, 1975).

This may not be so surprising, as most older adults have not participated in classroom education for fifty years and think only "schooling" when they hear the word "education." They view the education system as the domain of the young, the career-minded, the intellectual. Added to this, society has persuaded older persons, and often educators as well, that they are "too old to learn," virtually assuring their low participation.

One problem is with our narrow definition of adult education participation, which does not include the self-initiated learning available through a variety of networks which are not traditionally classified as providers of education--friends, family, television, newspapers, social service agencies, hospitals. An older adult in need of information on the bewildering assortment of age-related entitlements is more likely to turn to one of these sources of learning for help than to an education program.

APPROACHES TO LEARNING FOR OLDER ADULTS

Different emphases and methods of delivery are most suitable under different conditions; mass media, correspondence courses, community outreach, educational brokering and counseling can all be effective depending on the situation. Data already available indicate, for example, that older persons watch three hours of television a day and prefer to stay at home in the evening. Over 20,000 older adults signed up for a home-study course on drawing offered through the Institute of Lifetime Learning of the American Association of Retired Persons. This suggests that independent, home-based learning is a logical direction to explore for the older age groups. Yet, in our efforts to "socialize" older persons, we have tended to overlook these options.

A similar neglect of the learning needs of older adults is apparent in work training programs. Yet workers in their late 40s and 50s are hit hard by job changes, and older women often find themselves widowed or divorced and forced to seek a livelihood. Older persons who need to update job skills or want to learn new ones are clearly underrepresented as participants in the Comprehensive Employment and Training Act (CETA) programs. Of the three CETA titles that contain the most education and training (I, II, VI), only 9 percent of the participants in 1976 were over 45 years old (Office of Community Employment Programs, 1976). In 1975, persons 45 and over accounted for only 8.8 percent of all participants in general personnel training programs funded by the Federal Government (Special Committee on Aging, U.S. Senate, 1976). Once mandatory retirement is abolished, both employers and employees will have much to gain if job training opportunities are extended to older persons.

The learning needs of those who choose to retire from paid employment should not be neglected either. Investments in preretirement training and in programs in which older persons can use their experience and talent in community service provide benefits to society as well as to the individuals. ACTION's Foster Grandparent Program is a case in point. In 1977, more than 15,000 low income older adults received 40 hours of orientation and training in order to provide care to disturbed children as foster grandparents. They work 20 hours a week at a stipend of $1.60 an

hour. This service costs the government (including administration, transportation, fees, etc.) $2.30 an hour to put each volunteer in the field, but the dollar value for the services provided to the children and the foster grandparents cannot be measured.

Fields of knowledge such as history, fine arts, and literature can also be invaluable in coming to terms with the traumas of the later years. Elderhostel 1977, a summer "live-in-and-learn-in" program, enabled 4,500 older persons to move into dormitories in colleges throughout the country and to study such subjects as theater arts, philosophy, and autobiography. Such pursuits help older persons enhance their self-esteem, develop creativity and increase their sense of control over the events of life. "Painting helps me soar," says a nursing home resident. "It takes me out of myself and away from my aches and pains."

LEARNING AS SELF-HELP FOR OLDER ADULTS

Education for older people is sometimes challenged as a "frill" which cannot be justified at a time when such pressing needs as health care, income maintenance and crime prevention require attention. However, continuing education may be one of the best ways to meet these needs and help solve major social problems. For example, government expenditures for health care services are higher for this age group than for any other. In order to limit these expenses, it would be logical to invest in preventive health care and self-help measures. Through health education programs that teach older persons to ward off illness through proper nutrition and physical exercise and that teach heart patients, for example, to utilize self-care techniques, the government may recognize cost savings. Many such programs could become components of existing public health services. Further, the older person is the target of robberies, muggings, and other crimes. A small percentage of Federal funding for law enforcement could be allotted to teach older people how to avoid victimization, defend themselves successfully, and set up citizen ombudsmen groups against crime.

RECOMMENDATIONS

Given the increasing numbers and improved health of the older population, a Federal lifelong learning strategy that takes their problems and potential into account should be directed toward the following goals:

- More education components in legislation relating to older adults, such as the Older Americans Act and the Social Security Act;

- Coordination of Federal efforts for older adults, perhaps including the designation of an education and aging specialist in each agency or program concerned either with education or with aging;

- Coordination of education and aging networks at the States levels including the State offices on aging, the cooperative extension service, public welfare offices which administer Social Security, and membership organizations such as the American Association of Retired Persons, the National Council of Senior Citizens, and the Gray Panthers;

- Research on the learning needs and patterns of older adults in-study of how they learn best, what they want to learn, what motivates them to learn, and how they can use their specialabilities to contribute to society as well as help themselves; and

- Research on the learning needs and patterns of all minority group older adults--Blacks, Hispanics, Native Americans and Asians. As a result of the unique cultural attributes of these minority groups, research on their diverse learning abilities and needs merits additional study.

CONCLUSION

The goal of lifelong learning is the enhancement and expansion of learning opportunities for all social groups and ages in American society. Lifelong learning is a desirable way both to reform the current general arrangements for education and to create alternatives to the learning opportunities already available through the existing educational system.

Human beings cease to learn only when they cease to live. In a trivial sense, then, learning is continuous with life: from birth to maturity to old age and death. This is simply a reflection of the human condition. But since human learning takes place within the context of social life, it is always possible to ask whether the social arrangements of everyday life inhibit or enhance learning opportunities that may lead to the enrichment of individual, human experience.

The emergence of a lifelong learning movement is evidence that many believe the presently constituted social arrangements of society are either insufficient for or impediments to individual enrichment through deliberate, sustained learning; and this, despite the fact that we possess a huge educational system with vast resources at its command.

We hope that this report will contribute usefully to the making of educational policy with a lifelong learning perspective.

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APPENDIX A

FINDINGS OF CONGRESS, DIVIDED INTO STATEMENTS ABOUT LIFELONG LEARNING AND LEARNING OPPORTUNITIES
(1976 Education Amendments, P.L. 94-482,
Higher Education Act, Title I-B, Sec. 131)

Statements About Lifelong Learning

(2) The American people need lifelong learning to enable them to adjust to social, technological, political, and economic changes.

(3) Lifelong learning has a role in developing the potential of all persons including improvement of their well-being, upgrading their workplace skills, and preparing them to participate in the civic, cultural, and political life of the nature.

(4) Lifelong learning is important in meeting the needs of the growing numbers of older and retired persons.

Statements About Learning Opportunities

(5) Learning takes place through formal and informal instruction, through educational programs conducted by public and private and other institutions and organizations, through independent study, and through the efforts of business, industry, and labor.

(6) Planning is necessary at the national, State, and local levels to assure effective use of existing resources in the light of changing characteristics and learning needs of the population.

(7) More effective use should be made of the resources of the nation's educational institutions in order to assist the people of the United States in the solution of community problems in areas such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use.

(8) American society should have as a goal the availability of appropriate opportunities for lifelong learning for all of its citizens without regard to restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background, or economic circumstance.

APPENDIX B

SOURCES OF EDUCATION AND LEARNING IN THE USA

DELIBERATE EDUCATION AND LEARNING

	Usual Age Of Students	Approximate Number of Participants (in millions)
I. In the Schools		
A. Pre-primary education	1-4	10.0
B. Elementary and secondary education	5-17	42.0
C. College and university undergraduate education	18-21	9.5
D. Graduate and professional education	21-27	1.5
E. Public school adult education	16 and older	1.8
F. Proprietary schools	18 and older	1.2
G. College and university extension and continuing education	28 and older	3.3
H. Community education	All ages	.5
II. In Non-School Organizations		
A. Private industry		5.8
B. Professional associations		5.5
C. Trade unions		.6
D. Government service		3.0
E. Federal manpower programs		1.7
F. Military services		1.5
G. Agriculture extension		12.0
H. City recreation departments		5.0
I. Community organizations		7.4
J. Churches and synagogues		3.3
K. Free universities		.2
L. Parks and forests		No meaningful estimate

III. Individually Used Sources

(exact numbers in these categories not available)

A. Personal--at hand
B. Personal--at a distance
C. Travel
D. Print media
E. Electronic media

(Peterson et. al, 1978)

(The above figures represent Peterson's estimates based on data from a wide variety of surveys and from summary reports developed by the National Center for Education Statistics.)

APPENDIX C

PUBLIC LAW 94-482 - OCTOBER 12, 1976

TITLE I - HIGHER EDUCATION

(Part A of title I contains the authorization for the "community service and continuing education" program and the authorization of the National Advisory Council on Extension and Continuing Education).

"PART B--LIFELONG LEARNING

"FINDINGS

"SEC. 131. The Congress finds that--

"(1) accelerating social and technological change have had impact on the duration and quality of life;

"(2) the American people need lifelong learning to enable them to adjust to social, technological, political and economic changes;

"(3) lifelong learning has a role in developing the potential of all persons including improvement of their personal well-being, upgrading their workplace skills, and preparing them to participate in the civic, cultural, and political life of the Nation;

"(4) lifelong learning is important in meeting the needs of the growing number of older and retired persons;

"(5) learning takes place through formal and informal instruction, through educational programs conducted by public and private educational and other institutions and organizations, through independent study, and through the efforts of business, industry, and labor;

"(6) planning is necessary at the national, State, and local levels to assure effective use of existing resources in the light of changing characteristics and learning needs of the population;

"(7) more effective use should be made of the resources of the Nation's educational institutions in order to assist the people of the United States in the solution of community problems in areas such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use; and

"(8) American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens without regard to restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background, or economic circumstance.

Education, the National Institute of Education, the Fund for the Improvement of Postsecondary Education, and the National Center for Education Statistics), other agencies of the Federal Government, public advisory groups (including the National Advisory Councils

on Extension and Continuing Education, Adult Education, Career Education, Community Education, and Vocational Education), Commissions (including the National Commission Libraries and Information Sciences and the National Commission on Manpower Policy), State agencies, and such other persons or organizations as may be appropriate, in carrying out the Commissioner's responsibilities, and make maximum use of information and studies already available.

The review required by clause (3) of this subsection shall include--

"(i) a comparative assessment of domestic and foreign tax and other incentives to encourage increased commitment of business and labor;

"(ii) a study of alternatives such as lifelong learning entitlement programs or educational vouchers designed to assist adults to undertake education or training in conjunction with, or in periods alternative to employment;

"(iii) review of possible modifications to existing Federal and State student assistance programs necessary to increase their relevance to the lifelong learning needs of all adults;

"(iv) the organization and design of funding for pre- and post-retirement training and education for the elderly; and

"(v) modifications to Federal and State manpower training, public employment, unemployment compensation, and similar funding programs so as to better facilitate lifelong education and training and retraining, for employment.

"(b) After consultation with appropriate State agencies, the Assistant Secretary is authorized--

"(1) to assist in the planning and assessment, to determine whether in each State there is an equitable distribution of lifelong learning services to all segments of the adult population;

"(2) to assist in assessing the appropriate roles for the Federal, State, and local governments, educational institutions and community organizations; and

"(3) to assist in considering alternative methods of financing and delivering lifelong learning opportunities, including--

"(A) identification of State agencies, institutions, and groups that plan and provide programs of lifelong learning,

"(B) determination of the extent of which programs are available geographically,

"(C) a description of demographic characteristics of the population served,

"(D) analysis of reasons for attendance in programs of lifelong learning, and

"(E) analysis of sources of funds for the conduct of lifelong learning programs, and the financial support of persons attending programs of lifelong learning.

"(c) The Assistant Secretary is authorized, with respect to lifelong learning, to assess, evaluate the need for, demonstrate, and develop alternative methods to improve--

"SCOPE OF LIFELONG LEARNING

"SEC. 132. Lifelong learning includes, but is not limited to, adult basic education, continuing education, independent study, agricultural education, business education and labor education,

occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special education programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use or innovation and research results, and to serve family needs and personal development.

"LIFELONG LEARNING ACTIVITIES

"SEC. 133. (a) The Assistant Secretary shall carry out, from funds appropriated pursuant to section 101(b), a program of planning, assessing and coordinating projects related to lifelong learning. In carrying out the provisions of this section, the Assistant Secretary shall--

"(1) foster improved coordination of Federal support for lifelong learning programs;

"(2) act as a clearinghouse for information regarding lifelong learning, including the identification, collection, and dissemination to educators and the public of existing and new information regarding lifelong learning programs which are or may be carried out and supported by any department or agency of the Federal Government;

"(3) review present and proposed methods of financing and administering lifelong learning, to determine--

"(A) the extent to which each promotes lifelong learning,

"(B) program and administrative features of each that contribute to serving lifelong learning,

"(C) the need for additional Federal support for lifelong learning, and

"(D) procedures by which Federal assistance to lifelong learning may be better applied and coordinated to achieve the purposes of this title;

"(4) review the lifelong learning opportunities provided through employers, unions, the media, libraries and museums, secondary schools and postsecondary educational institutions, and other public and private organizations to determine means by which the enhancement of their effectiveness and coordination may be facilitated;

"(5) review existing major foreign lifelong learning programs and related programs in order to determine the applicability of such programs in this country;

"(6) identify existing barriers to lifelong learning and evaluate programs designed to eliminate such barriers; and

"(7) to the extent practicable, seek the advice and assistance of the agencies of the Education Division (including the Office of

"(1) research and development activities;

"(2) training and retraining poeple to become educators of adults;

"(3) development of curricula and delivery systems appropriate to the needs of any such programs;

"(4) development of techniques and systems for guidance and counseling of adults and for training and retraining of counselors;

"(5) development and dissemination of instructional materials appropriate to adults;

"(6) assessment of the educational needs and goals of older and retired persons and their unique contributions of lifelong learning programs;

"(7) use of employer and union tuition assistance and other educational programs, educational and cultural trust funds and other similar educational benefits resulting from collective bargaining agreements, and other private funds for the support of lifelong learning;

"(8) integration of public and private educational funds which encourage participation on lifelong learning, including support of guidance and counseling of workers in order that they can make best use of funds available to them for lifelong learning opportunities; and

"(9) coordination within communities among educators, employers, labor organizations, and other appropriate individuals and entities to assure that lifelong learning opportunities are designed to meet projected career and occupational needs of the community, after consideration of the availability of guidance and counseling, the availability of information regarding occupational and career opportunities, and the availability of appropriate educational and other resources to meet the career and occupational needs of the community.

"(d) In carrying out the provisions of this section the Assistant Secretary is authorized to enter into agreements with, and to make grants to, appropriate State agencies, institutions of higher education, and public and private nonprofit organizations.

"(e) In carrying out the provisions of this section, the Assistant Secretary shall issue reports summarizing research and analysis conducted pursuant to this section, and shall develop the resources and capability to analyze and make recommendations regarding specific legislative or administrative proposals which may be considered by the President or by the Congress.

REPORTS

"SEC. 134. The Assistant Secretary shall transmit to the President and to the Congress a report on such results from the activities conducted pursuant to this part as may be completed by January 1, 1978, together with such legislative recommendations as he may deem appropriate. The Assistant Secretary shall similarly report annually thereafter."

APPENDIX D

Papers Developed for the Lifelong Learning Project

Baldwin, Fred D., "Lifelong Learning and Public Policy." An analysis of the problems of basing public policy around a societal goal open to so many interpretations as "lifelong learning."

Barton, Paul E., "Lifelong Learning: Starting Young." The place of lifelong learning in the transition period from schooling to work for youth aged 16 to 21.

Bennis, Warren, "Toward a Learning Society: A Basic Challenge to Higher Education." Critical perspective on the role of higher education in lifelong learning.

Clark, Richard E., "An Approach to Research on Learning Opportunities for Adults." Offers a plan for generating research questions that will yield information that is useful to providers and planners of adult learning opportunities. Facet analysis is used to expand on the general question: What factors encourage or deter adult participation in and benefiting from adult learning opportunities?

Center for Multidisciplinary Exercise (COMEX), drafted by Frederick L. Goodman, University of Michigan, "A Plan for Conducting Experiments to Determine People's Preferences." A method for conducting experiments to develop and refine local priorities in lifelong learning.

Entine, Alan D., "Lifelong Learning in the Transitional Years." A focus on the middle-aged and older adult aged 45 to 70.

Ferber, Daniel, "Minnesota and the Lifelong Learning Society." Describes the Minnesota experience in lifelong learning.

Florio, Carol, "Education and Work Training Programs for Older Persons." Criteria, highlights, and case studies of learning programs that work.

Green, Thomas F., David Ericson, and Robert H. Seidman, "Lifelong Learning and the Educational System: Expansion or Reform?" Assessment of the conditions under which the promotion of lifelong learning is likely to change the existing system, be modified by the existing system, or take on aspects of programs already within the existing system.

Grotelueschen, Arden, and Alan P. Knox, "Non-Occupational Lifelong Learning." A broad look at current and possible future roles for adults in the family, as citizens and during leisure time, and the implications of these roles for adult use of the total learning system.

Jonsen, Richard W., "Lifelong Learning: State Policies and State/Federal Relationships, Priorities, Issues and Alternatives." Analysis of financial issues in state lifelong learning programs.

Kurland, Norman D. and Douglas Windham, "Financing Learning Opportunities for Adults." Examination of current lifelong learning financing methods and resources and the development of financial alternatives which would improve on these methods and make better use of these resources. To be published in the School Review, May, 1978, prepared for the Project on Financing Learning Opportunities for Adults - A Joint Project of the New York State Education Department's Study of Adult Education and the Education Department of the University of Chicago, with support from the National Institute of Education and the Ford Foundation. Includes the following papers:

Barton, Paul E., "Lifelong Learning: Getting Started"
Levin, Henry M., "Financing Higher Education and Social Equity: Implications for Lifelong Learning"
Christoffel, Pamela H., "Current Federal Programs for Lifelong Learning: A $14 Billion Effort"
Jonsen, Richard W., "Lifelong Learning: State Policies"
Griffith, William S., "Education Needs: Definition, Assessment, and Utilization"
Steiger, JoAnn M., and Barbara Kimball, "Financial Aid for Lifelong Learning: The Special Case of Women"
Wagner, Alan P., "Financing Post-Secondary Learning Opportunities Through Existing Federal Student Aid Programs"
Leslie, Larry, "Tax Allowances for Non-Traditional Students"
Stern, Barry E., "A Proposal for High School Entitlements"
Michaelson, Jacob B., "Financing Lifelong Learning: The Case Against Institutional Grants"
Arbeiter, Solomon, "Review Essay" Evaluating Vouchers in WIN"
Bridge, R. Garry, "Information Imperfections: The Achilles Heel of Entitlement Plans"
Kurland, Norman D., "Financing Learning Opportunities for Adults: Policy Implications"
Windham, Douglas M., "On Theory and Policy in Financing Lifelong Learning"

Copies of School Review issue may be ordered from: Journals Dept. University of Chicago Press, 5801 South Ellis Avenue, Chicago, Illinois 60637. Price: $4.00. Make check payable to School Review. Issue available about May 15, 1978.

Levine, Herbert A., and Morris L. Fried, "Labor's Role in Lifelong Learning." Assessment of the role unions think should be played by government, management, educational institutions, and individual workers in lifelong learning.

Lewis, Robert, "Linking Lifelong Learners with Educational Resources." The crucial role of recruitment, information, and counseling in reaching the undereducated adult.

MacKenzie, John R., "The Supply of Lifelong Learning for Workers." Assessment of current supply of learning opportunities for workers.

McCan, Robert, "Lifelong Learning: A Community Perspective for Blue Collar Workers." Assessment of the role of "community" in lowering barriers against learning for workers.

Mills, Ted, "Quality of Work Life, Lifelong Learning, and Education." Assessment of the relationship between an improved quality of worklife and access to lifelong learning of workers.

Moody, Harry, "Perspectives on the Later Years." A focus on the adult aged 70 and over.

Nolfi, George, J., "A National Agenda: Priorities for Lifelong Learning Research, Development, Demonstration and Evaluation." Summary of major recommendations made in state studies.

Nolfi, George, J., "Lifelong Learning Marketplace." Overview of current lifelong learning activities in the private sector.

Parks, P., "The Schooled-Out Population: A New Form of Social Inequity?" Dealing with the imbalance between those who are well-educated and involved in lifelong learning and those who are not.

Peat, Marwick, Mitchell and Company, "A Study of the Supply of Adult Learning Opportunities," funded by the Office of the Assistant Secretary for Planning and Evaluation. Develops some factors relating to a theory of supply of adult learning opportunities in local communities.

Powell, Susan A., "State Policy and Lifelong Learning: A Critical Reassessment." Analysis of issues in state policymaking.

Schuller, Tom, "Lifelong Learning: Foreign Experience." The experience of other nations in identifying and dealing with problems associated with developing national policy and programs for lifelong learning.

Sell, G. Roger, and JoAn S. Segal, "A Methodology for Describing Federal Programs that Support Adult Learning Opportunities." Development of a descriptive model which could serve as a basis for coordination of federal lifelong learning programs.

Smilansky, Moshe, "The Family and Lifelong Learning." Ways in which to capitalize on the strength of the family setting for lifelong learning. Supported by the National Institute of Education.

Smith, Gregory, and the National Manpower Institute Staff, "Lifelong Learning and Urban Disadvantaged Youth." The relevance of lifelong learning to a special population.

Snow, William A., "A Management Perspective on Lifelong Learning." Assessment of the role management thinks should be played by government, unions, educational institutions, and individual workers in lifelong learning.

Solinger, Janet, and Michael C. Alin, "Cultural Resources as Part of the Community Lifelong Learning System." How can museums, libraries, zoos, and other cultural agencies in the community provide services that meet learning needs?

Wirtz, Willard, "Lifelong Learning and Living." The youth condition in the context of lifelong learning's reach and prospect.

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